manpower

vol. 2 no. 10 october 1970

From Field to Factory see Manpower Modelmaker

manpower

In this issue . . .

"Cobb starts on the head and I start on the feet and when we meet, it's done."—Page 16

. . . but for too many employers in America's Southwest, where 5 million Spanish-surnamed people live, the approach is still "no me gusta"—I don't want him, I won't hire him, and if I do hire him, I won't give him as good a job as I would Smith, Jones, or O'Brien.—Page 25

"There are those here who still say you can't move the poor, can't get them to change. But they can be moved."—Page 24

In the past 35 years we have formed new concepts of what constitutes adequate health services, including the conviction that these services are the right of every individual.—Page 3

"We've closed the credibility gap with the State and with other agencies. They know now we're not just another agency spending money."—Page 14

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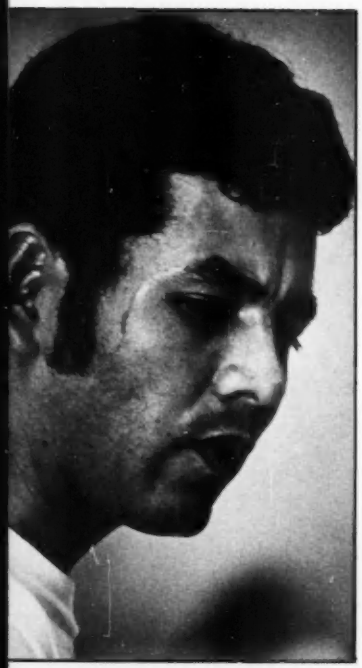

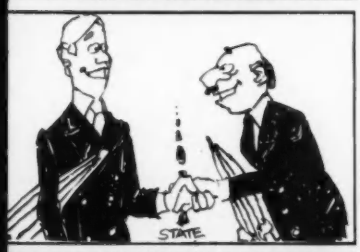

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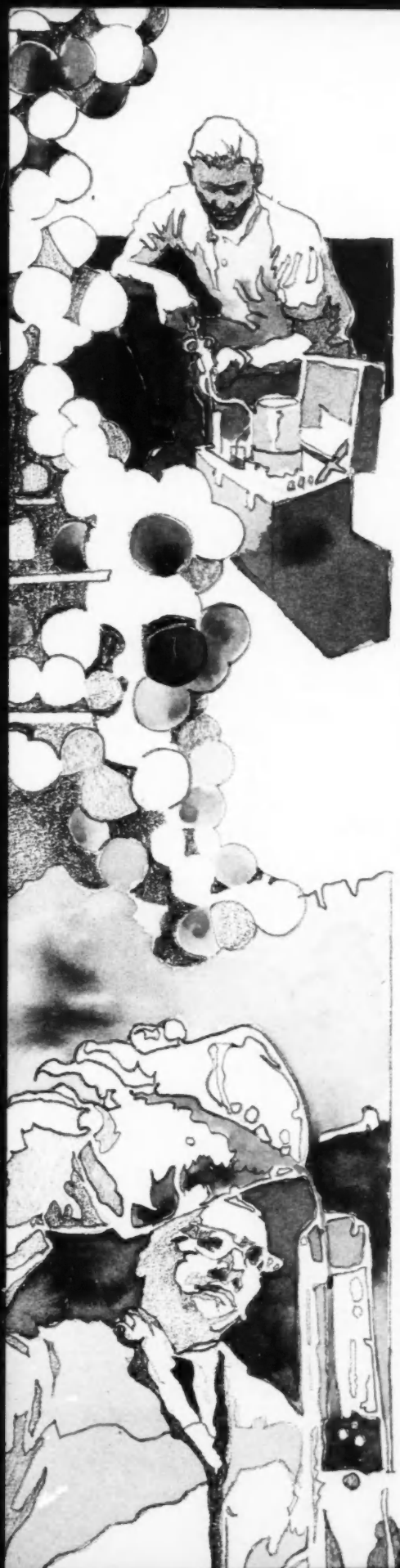
COVER: Cropping tobacco in North Carolina. Photo by Billy E. Barnes.

Ellis Rottman, editor
Emil Michael Aun, associate editor
Patricia Marshall, assistant editor
Richard Mathews, art director
Sally Motley, associate art director

allied health workers
NOW AND TOMORROW



By ROGER O. EGEBERG, M.D.

By mid-1969, Americans were spending more than $60 billion a year for health care, compared with $3 billion in 1935. Despite this explosive increase in costs, we are still far short of our goal to provide high quality, comprehensive care to all our people.

Rising levels of income and education leading to greater awareness and demand by the public for health services and shifts in the size, age composition, and distribution of our population are among the factors highlighting the disparity between demand for health services and the timely availability of these services in the community. In the past 35 years we have also formed new concepts of what constitutes adequate health services, including the conviction that these services are the right of every individual.

One major obstacle between us and our health goals is the way we pay for health care. Most payment methods, other than fee for service, were developed during the Depression and reflect the priorities of those years. Emphasis—as in Blue Shield and Blue Cross—is on protection against catastrophic illness, a pattern that has been perpetuated in many other health plans, union contracts, Medicare, and Medicaid. The system of payments primarily covers inpatient services on a fee-for-service basis; it perpetuates a split between inpatient and ambulatory care services; and it fosters use of the most expensive resources rather than less costly and more innovative approaches to the prevention and cure of illness.

A second major obstacle blocking the way to present-day health goals is a chronic shortage of health manpower, teamed with uneven distribution and inefficient manpower use. Advances in prevention, diagnosis, therapy, and rehabilitation, and the need to cope with new health concerns like the contamination of the environment, have increased demands for skilled personnel. Legislation to provide new health facilities has added to these demands.

To help increase the supply and quality of health personnel, legislation such as the Health Professions Educational Assistance Act, the Allied Health Professions Personnel Training Act, and the Health Manpower Act was passed in the last decade. Legislation with broader concerns, like the Manpower Development and Training Act, also is helping to meet the need for health workers. But in spite of such efforts, the number of health care workers is far short of requirements.

The public—and some health professionals—often look upon shortages of health personnel as simply a problem of too few doctors and nurses. However, there are now more than 125 health occupations (not counting 250 secondary occupations in the health field like hospital laundry workers, medical library assistants, and other business, clerical, technical, and maintenance services). Burgeoning demands for health services, advances in medical technology, the wide variety of activities and places of practice, and the length of time it takes to train doctors and registered nurses are among the reasons for this proliferation of occupations in health care.

Worker Shortage Seen

An estimated 3.5 million persons were employed in all health occupations in 1967, more than 10 times the number at the beginning of the century. Then 1 health worker in 3 was a physician; now the number is 1 in 10.

Allied health workers in medical, dental, and environmental fields in 1967 totaled 806,500 persons and, when added to more than a million workers who were licensed practical nurses, nurse aides, orderlies, and attendants, made up more than half of all persons in health occupations. Projections to 1980 show that, while traditional health professions (physicians, dentists, nurses, and certain others like optometrists, pharmacists, clinical psychologists, and the like) are expected to increase by about one-third, the numbers of people working in other health

Dr. Egeberg is Assistant Secretary for Health and Scientific Affairs, U.S. Department of Health, Education, and Welfare.

occupations will increase by more than two-thirds and will make up a greater part of the total manpower pool than they did in 1967.

Still, the supply of allied workers is expected to be nearly 25 percent short of our needs. Since they stretch doctors' and nurses' skills in addition to performing an enormous variety of new tasks that are emerging in modern medicine—like medical analyst-programer in the use of computers in medical science—it is important to take a closer look at the shortage, recruitment, education and training, employability, and wage scales of allied health workers.

Forecasts are that hospital and nursing home administrators, laboratory technologists, and dietitians—all occupations in which the bachelor's degree is a desirable requirement—will be about 28 percent short of needs.

Below the bachelor's degree level, 276,500 people were employed in medical allied occupations in 1967, most of them as radiologic technicians, clinical laboratory technicians and aides, medical record technicians and clerks, opticians, and vision care technicians. Large numbers of these workers were employed in hospitals where they were in significantly short supply. Forecasts do not indicate improvement: 580,000 people will be needed in 1980, about 100,000 more than the expected supply.

Environmental Health Jobs

There are three occupations in the allied dental work force—dental hygienist, dental assistant, and dental laboratory technician. The hygienist provides services directly to the patient and is required in each State to obtain a license to practice. Between 1950 and 1967, the number of active dentists increased 27 percent while the number of allied workers in dentistry increased 65 percent. By 1980, we will need about 250,000 allied workers; only about 180,000 are likely to be available.

Environmental health problems call for a multi-disciplinary approach combining the efforts of engineers, scientists, physicians, administrators, technologists, and the like. Among their diverse activities are research and development, teaching, accident prevention, air and water pollution control, drug quality control, food sanitation, hospital engineering, industrial hygiene, radiation protection, rodent control, and solid waste disposal.

There is no precise figure for the numbers of persons working in environmental health. About 545,000 professional, technical, and supportive workers were engaged in some form of organized activities in this field in 1967, but less than half of them had expertise in environmental health specialties.

This specialty group increased nearly 90 percent from 1960 to 1967, by which time there were 54,500 engineers, scientists, and technologists who had at least a bachelor's degree and some specialization in environmental health; 64,000 technicians and assistants with associate degrees or the equivalent along with some specialization; and 99,500 aides.

At present, reliable estimates for future manpower needs in environmental health are exceptionally difficult to make. Professional judgments of staffing required to decrease environmental hazards in the face of expanding problems put the number of workers needed at more than 400,000 in 1975.

In nursing, registered nurses are accepting responsibility for many new functions, some of them formerly in the realm of physicians, as specialization in medical practice grows. In turn, practical nurses and aides have extended the capability of registered nurses to provide patient care. Practical nurses have been outdistancing registered nurses in their rate of increase during recent years. By 1967 there were 659,000 registered

Allied Health Manpower Requirements and Supply: 1967, 1975, and 1980

OCCUPATIONAL CATEGORY	ITEM	1967	1975	1980
TOTAL ALLIED HEALTH MANPOWER	Requirements	1,034,200	1,466,000	1,776,000
	Supply	806,500	1,144,000	1,372,000
	Deficit	227,700	322,000	404,000
AT LEAST BACCALAUREATE:				
Medical	Requirements	225,000	348,000	413,000
	Supply	175,000	270,000	320,000
	Deficit	50,000	78,000	93,000
Environmental	Requirements	105,000	135,000	155,000
	Supply	54,500	80,000	90,000
	Deficit	50,500	55,000	65,000
LESS THAN BACCALAUREATE:				
Medical	Requirements	336,500	488,000	580,000
	Supply	276,500	400,000	475,000
	Deficit	60,000	88,000	105,000
Dental	Requirements	165,700	203,000	246,000
	Supply	137,000	161,000	179,000
	Deficit	28,700	42,000	67,000
Environmental	Requirements	202,000	292,000	382,000
	Supply	163,500	233,000	308,000
	Deficit	38,500	59,000	74,000

Source: Public Health Service estimates.

Note: Figures in this table do not include licensed practical nurses, nurse aides, orderlies, or attendants.

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nurses at work who were supported by 320,000 licensed practical nurses and 775,000 aides, orderlies, and attendants.

Practical nursing education programs are steadily increasing. In 1967 there were more than a thousand of these programs, with most of the growth taking place in trade, technical, and vocational schools. Unfortunately, education programs for practical nurses are unrelated to those for registered nurses. Registered nurse training started in hospitals but is now growing rapidly in associate degree and baccalaureate programs under the Nurse Training Act administered by the National Institutes of Health. Practical nurse training, which also began at the patient's bedside, is now underway in vocational schools under programs administered by the U.S. Office of Education and the U.S. Department of Labor. Differences in training traditions tend to make it harder for practical nurses to move up to registered nurse status. However, one new trend is likely to become more general: Advanced training programs to prepare practical nurses to take examinations for licensure as registered nurses have been initiated by a few institutions.

Like practical nursing, much allied health manpower education grew out of on-job training in hospitals and nursing homes where workers were important manpower resources even during their training. Formal academic education with supervised clinical practice is a recent development. Today, more and more of this training is taking place in community colleges and in regular 4-year colleges in programs affiliated with hospitals and clinics. For some time, courses for certain kinds of technologists have been offered by 4-year colleges. Now this training, too, is taking new shape as it is becoming incorporated in schools of allied health professions. At present there are about 60 educational institutions with schools of allied health professions in various stages of development.

The many changes underway in health services call for critical review of allied health curricula, which are shaping a work force on which we will increasingly depend. Practitioners and educators alike must study the impact of new teaching methods, develop programs responsive to manpower needs, and assure that allied health workers will be able to progress from entry level into jobs requiring greater knowledge and skills. There must be experimentation with course content, appropriate levels of education for various skills, settings where courses are offered, and relations between schools and health institutions.

Continuing education programs are vital. Technical changes in health care methods periodically require all health personnel to update knowledge and skills. To make this possible, there must be on-job training, short-term institutes, and encouragement of employee retraining. Women who leave health occupations after marriage and seek reentry to them require access to refresher courses and salaries high enough to attract them back to work. Some may need child care facilities and course scheduling that takes account of their other responsibilities.

Task Evaluations Needed

One of the important questions to be explored is: Can we measure and give credit for knowledge and skills acquired in other than formal academic settings? Development of equivalency examinations would have far-reaching implications for health occupations. These tests would open up career opportunities for many allied health workers who are locked into dead-end jobs but are willing and able to undertake further training if, when given recognition for what they already know, they would obtain suitable advanced placement in academic programs.

To achieve maximum use of health manpower, the functions of all trained personnel must be reevaluated. Task analysis and investigation of skills for delivery of modern health care will result in delegation of many duties to people with considerably less training than those who currently perform them.

Awareness of the potential contribution that job analysis can make is growing. It has already helped in developing curricula for practical nurses and for medical laboratory, dental, orthopedic, and pediatric assistants. Studies are now underway in specialties like anesthesiology to learn whether and how a similar redefinition of duties can expand services of professionals by opening new tasks for other workers.

The next step in extending the effectiveness of health professionals is to get delegation of responsibility. This can be accomplished only when each worker has a clear understanding of the competencies and roles of the other. In a number of successful programs, professionals and allied workers were trained in the same classes to work together in new ways.

In health services, as has been historically true in industry, efforts to change existing work relationships are likely to meet misunderstanding and resistance from groups that see their professionalism threatened. Such problems are most likely to occur when new workers with lesser competence are hired to offset scarcities of higher level professionals or to cut payroll costs and, as a result, quality of care is diluted. Other dangers are development of new careers purely as an end in itself, the promotion of unreasonably narrow specialties, and new job categories that substantially overlap others while adding little to recruiting, training, or work performance.

One problem, unique in health service, is the need to keep too many people from impinging on the patient. New divisions of labor must remain tailored to human service.

There are also problems of certification, licensure, and liability. Health practice statutes or licensing laws were designed by State legislatures to protect the public against unscientific and unethical practitioners and to assign accountability. Frequently, such statutes inhibit the development, mobility, and use of new kinds of health workers by their restrictive definitions of medical practice and their limitations on scope of practice for allied and auxiliary health occupations.

Growing awareness of the need to reevaluate licensure patterns is shown in a National Advisory Commission on Health Manpower recommendation that "professional societies, universities, and State

governments should undertake with Federal support studies and development of guidelines for State licensure codes for health personnel."

Social, political, and economic forces may well be decisive in determining the speed with which allied workers gain responsibilities in health care. A major impetus toward creation of new health jobs has been the substantial numbers of disadvantaged persons who are unemployed or underemployed in areas suffering great shortages of health manpower. This incongruity has been seen as an opportunity to achieve two social objectives at once—jobs for those who need them, and better health care for poor neighborhoods by training residents as licensed practical nurses, nurse aides, technician aides, and home health aides.

Often these individuals must acquire basic education skills as well as learn health care procedures. When communities lack resources to provide basic education, health institutions are likely to find they must assume responsibility for this as well as for health components of training and then must pass on the costs to their patients.

Economic Forces Cited

Economic forces inside health institutions will greatly affect progress in use of allied power. Special characteristics of allied worker employment in hospitals, for example, are low wages, a high percentage of women, poor job structure, and high turnover. Many hospitals also have an army of unpaid volunteers intermingled with regular staff.

Employees of some hospitals and nursing homes lack such benefits as coverage under State workmen's compensation laws or Federal old-age, survivors, and disability insurance. Most are outside the jurisdiction of the National Labor Relations Act and parallel State laws protecting bargaining rights. Entry of unions into the health care field has occurred only in the last few years.

Until a 1966 amendment of the Fair Labor Standards Act, hospitals and nursing homes were generally exempt from the Act's monetary provisions. Effective early in 1967, the amendment provided for a minimum hourly wage for hospital and nursing home workers of $1.00 rising by 15 cents a year to $1.60 in 1971. It also provided that occupations already covered would pay $1.40 in 1967 and $1.60 a year later.

The average hospital payroll increased 4.7 percent a year per employee between 1960 and 1965, and increased 9 percent in 1966. This was a faster rate than many other occupations enjoyed in private industry. Having started later, hospitals are compressing the wage, salary, and benefit experience of industry into a shorter period.

When other problems in use of manpower are worked out, one may remain: Where will we find enough workers?

Not even the introduction of new technology in health care seems to stem anticipated demands. In many instances, technology has the opposite effect. The addition of automated equipment for patient care in hospital intensive care units, for example, increases the number of highly skilled man-hours required.

Historically, most health workers other than physicians have been women. Today women make up two-thirds of the health occupations labor force, but not all stay in it for as long as their services are needed. Graduate nurses are active about 20-25 years. A policy of encouragement would retain this group of workers in the labor force for a longer period. In practical nursing, most students were middle-aged women with less than high school education until a few years ago. Today, more than half the students in practical nursing schools are recent high school graduates in their late teens. With an increase of 15 percent coming between 1970 and 1980 in the number of U.S. teenagers, more youngsters can be expected to enter this field.

Estimates are that by 1980 as many as 65 percent of all high school graduates will enroll in college. One result should be larger numbers of students attracted to those health occupations which require higher levels of preparation, provided there are programs available in junior and senior colleges and in vocational schools.

Recent veterans and discharged military medical corpsmen are an important health manpower resource. They should be attracted into educational programs to prepare them to meet civilian health occupations standards. As far as academically feasible, advanced placement credit should be awarded for skills acquired in military service.

Many opportunities exist for older people in health occupations, most often at levels requiring little special preparation. Major paths of entry have been vocational and on-job training in institutional and community programs.

Haphazard Recruitment Hit

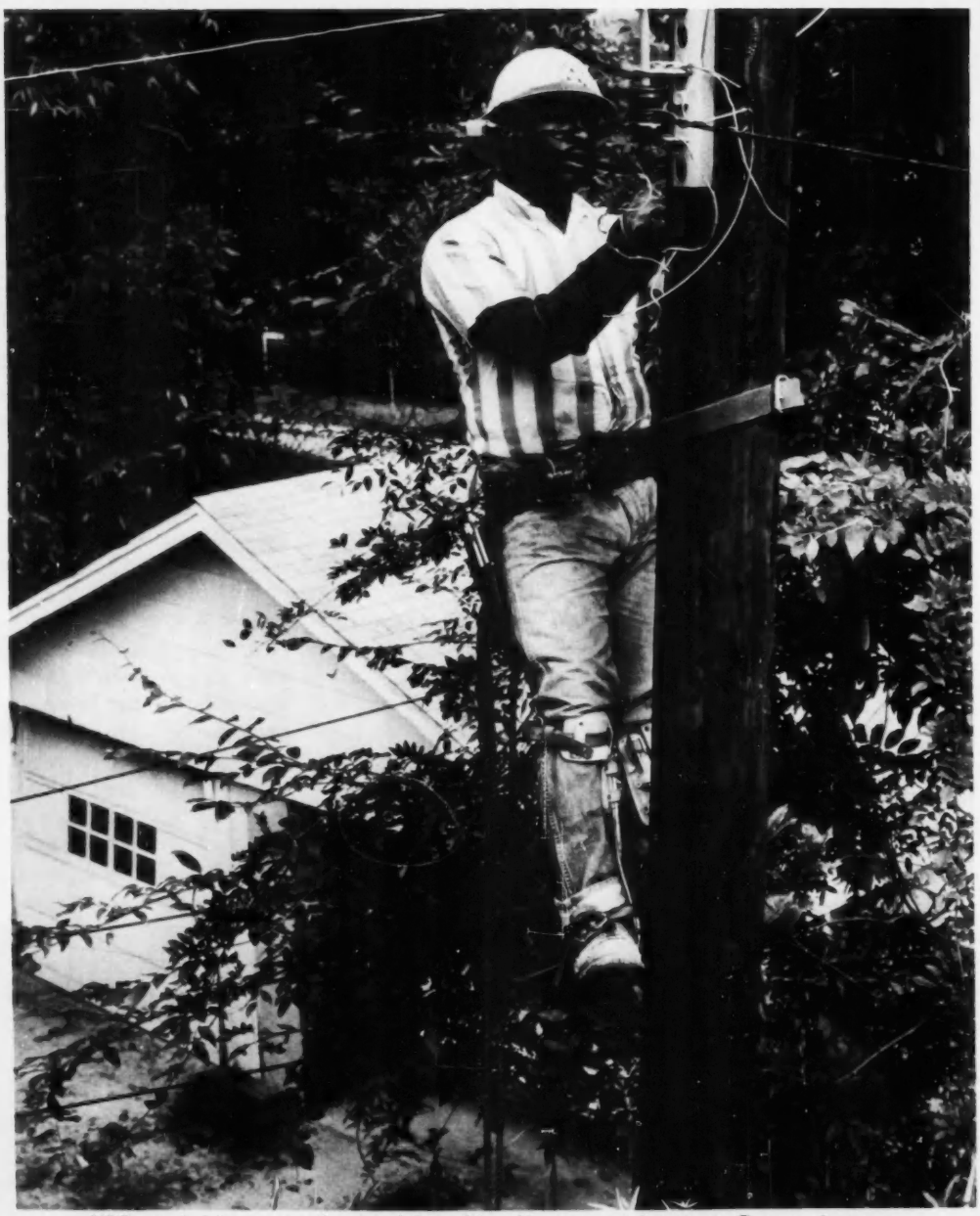
Recruitment is an important element when people make career choices; however, there is no unified effort to draw workers into the health field. Frequently, attempts that are made to attract personnel are ineffective because they are fragmented by separate professional organizations, each working solely in its own behalf.

In theory, school counselors provide a good way to reach high school and college students, but in practice they have not been very effective. Counselors tend to share the ignorance of the general public about health occupations and often are not well enough informed to direct youngsters into education programs appropriate for their interests and abilities. Closer links between agencies, institutions, and professions of health with the public education system are essential in attracting more manpower into health care.

But recruitment and guidance efforts cannot be separated from such matters as the availability of health occupations education and the attractiveness of jobs, including wage scales, mobility, and variety in work. These factors may prove to be among key issues in the future of both health manpower and good health care in the United States. □

Manpower Modelmaker

NONPROFIT CORPORATION HOPES ITS EXPERIMENTS WILL HELP NORTH CAROLINA DRAW A BLUEPRINT FOR A STATEWIDE JOB TRAINING SYSTEM



MDC coupled its prevocational training with a Management Awareness Program to open the way for three blacks to become linemen with the Carolina Power and Light Co.

Can community colleges effectively serve the disadvantaged?

The State of North Carolina thinks so. And so does the North Carolina Manpower Development Corporation (MDC).

The two have combined forces to try out the idea. Last October North Carolina Governor Robert Scott announced that an 8-week prevocational training course developed by MDC would be used in the State community college system. Lenoir Community College at Kinston was selected for a pilot effort, which began early this year.

"We need more effective programs in adult education for those who dropped out of school along the way, or, if they finished high school, didn't learn enough to qualify for a good job," said the governor. "This new program in manpower development . . . has the potential to transform adult education, particularly education of the poor and the disadvantaged in today's world of work."

He said that MDC has "learned how to reach these individuals, how to motivate them to work, how to orient them to success. MDC helps them get good jobs and keep these jobs."

The State provided $50,000 in salaries for Lenoir's new program and gave $10,000 to MDC to develop a plan to spread the training throughout North Carolina's community college system. The significance of this last step is great. The system comprises 54 technical institutes and community colleges located within commuting distance of 95 percent of the State's population.

MDC plans to assist these institutions in functions either not being performed or in need of strengthening—outreach to the disadvantaged, counseling and supportive services, motivational as well as academic training, and job coaching. Trainees receive Manpower Development and Training Act stipends averaging around $35 a week. One hundred are due to graduate in the first year of operation at Lenoir Community College.

MDC already is working with the State to expand the program to 24 more colleges and technical institutes over the next 2 years at a cost of about $2.4 million in State funds. The final outcome, of course, depends upon action by the State legislature.

Acceptance by the community colleges was a notable milestone in the short history of MDC, a private, nonprofit corporation, which is attempting to create a model manpower program for the State. Such a program would increase the employability of North Carolina's work force and improve its per capita income, now one of the Nation's lowest, through the fullest possible development of the State's manpower. To achieve these goals, MDC is involved in a variety of projects to learn how to breach racial barriers, update industry hiring practices, help the State employment service meet new problems, increase skills of business managers, broaden the role of community colleges, and prepare the unemployed and underemployed for jobs in new factories dotting the State. Probably no other private organization has such a wide-ranging statewide experimental manpower program.

Sources of Funds Varied

MDC was launched in 1967 as a spinoff of the now defunct North Carolina Fund, a private antipoverty organization that predated the Office of Economic Opportunity (OEO). MDC's 27-man board of directors is headed by Luther H. Hodges, Jr., executive vice president of the North Carolina National Bank. Members include union, community college, university, State Employment Security Commission, and community action agency officials and top corporate managers in the State.

MDC has a permanent staff of 80, made up of whites, Negroes, and Indians, almost all of whom are native North Carolinians. The executive director of the staff is George Autry, a white, 33-year-old lawyer and native of Wilmington, whose background includes service as staff counsel for two subcommittees of the U.S. Senate and legislative assistant for a U.S. Senator. Both the director of finance and administration and the director of training are black. The assistant director of program administration and the director of operations are Indians.

Money for MDC's efforts comes from various sources. The organization began with a $1.2 million grant from OEO in 1967. Since then it has received grants from the Babcock, Reynolds, and Ford Foundations. The Departments of Labor and Health, Education, and Welfare (HEW) have funded three projects, including a demonstration grant for labor mobility and two experiments in prevocational training, all now completed, and recently funded one more advanced prevocation experiment and one Concentrated Employment Program to be run by MDC.

Besides the community college effort, MDC has used this money to:

- Establish Manpower Development Centers in key sections of the State.
- Develop a model short prevocational

Photos by Billy E. Barnes.

Plows are rusting and most of the men who guided them are no longer needed in the fields of North Carolina.

With mechanization coming to the tobacco fields, the old methods of harvesting, and the jobs that went with them, are on the way out.

Idle men like these in Salisbury, N.C., are becoming a symbol of many American agricultural communities.

training program for underqualified jobseekers.

- Put together a Management Awareness Program to train company supervisors to use manpower more effectively.
- Conduct in-plant training and upgrading demonstrations at two firms.
- Match unemployed or underemployed men with job openings in other parts of the State through a labor mobility project.
- Develop a computerized job matching system it hopes to perfect for use statewide by the State employment service.

Many of the manpower problems in North Carolina can be traced to the mechanization of agriculture, particularly tobacco, which has set off a migration from the State's largely rural counties to the crowded urban ghettos in the Northeast and Midwest. Some 330,000 people migrated during the 1950's, and though hard figures are unavailable for the past decade, the exodus shows signs of continuing.

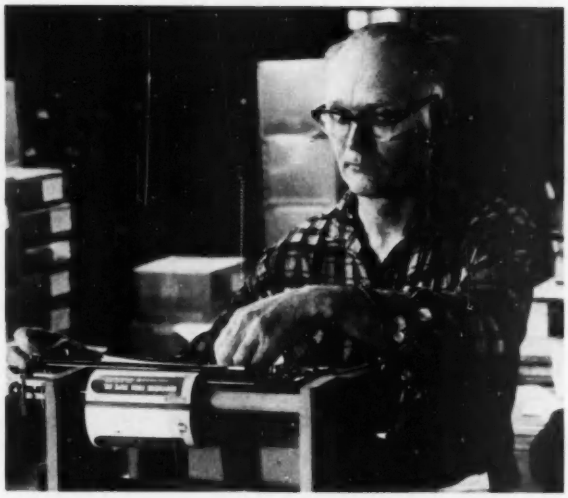
Yet while these people—many of them former farmworkers—make their weary and often fruitless trek to distant cities looking for a new life, there are jobs open in North Carolina for qualified workers. Industrial expansion produced 300,000 new jobs in the State in the 1958-67 period and is expected to produce another 300,000 by the end of 1970. If workers could be prepared to meet industry's requirements, and industry could be made to understand the needs of black and other disadvantaged people, the outmigration could be halted, MDC officials feel. And unemployment, which runs above 10 percent in some rural counties, could be reduced.

The rural backgrounds of these potential workers have not prepared them for the disciplines of urban life and work. Forty-three percent of North Carolina family heads have not finished eight grades of school. Many are blacks, suffering from cultural handicaps and traditional racial prejudice.

In an effort to create a statewide program that will ultimately give people the training they need for industrial employment, MDC has been conducting a variety of experiments to find out how to help them, and then to incorporate promising techniques into the ongoing machinery of the State. It sees itself as a catalyst to get things started, and then to give technical assistance to existing agencies—such as the community colleges—which adopt the techniques.

The heart of its program is the training offered the disadvantaged at Lenoir. This prevocational course is split between

Recorded instructions enable trainees in MDC's experimental program at Lenoir Community College to proceed at their own pace in learning to operate business machines.



MDC training prepared ex-farmer Grover Saunders for a job as a stock clerk at a leather and belting company in Greensboro.

adult basic education and human relations development (learning how to get along with supervisors and fellow workers and what is required to hold a job). MDC developed the entire training package, using commercial programed curricula leavened with its own innovations.

The package, which was developed and tried out at MDC Manpower Development Centers in Greensboro, Asheville, and Craven County, is viewed with skepticism by some observers. They wonder how far it can advance people along the academic scale, even if the entire 8 weeks were devoted to basic education. The training, in this view, may help impress employers and help recruits pass hiring tests. But MDC's real contribution, so the argument goes, is to use the training program as a talking point while exerting its influence on employers to remove irrelevant barriers to hiring.

MDC does not buy that analysis. "The adult basic education raises grade levels about 1½ grades," said Executive Director Autry. "By itself that's not important enough, true. But it reinforces the human resources development—the motivational—part of the program. Trainees see themselves making progress. They have always failed before. Moving ahead in English, math, and reading gives them a needed victory."

Employers seem sold on the program. "We hired five women from the center," said Barry L. Gordon, production supervisor for the Vick Manufacturing Division of Richardson-Merrell in Greensboro. "They're here every day. And they're all well-groomed, courteous, hard-working employees."

Nor did he mind the fact that they had not been taught specific trades. "Whatever skills they could teach wouldn't be of any value to us," he said. "We'd rather have good, responsible employees and teach them our way of doing things, than have people come in here with skills training but little sense of responsibility."

Shortcomings Analyzed

Never hesitant about publicizing a project that goes well, MDC also has been frank in analyzing those that run into difficulties. Its Craven County Manpower Development Center is the best example. Four months after the Labor Department-funded project began last fall, 57 men and women had received 10 weeks of prevocational training. Only 24 had been placed in jobs and only 12 were still employed.

"We did a very poor job of selling the product," admitted the chairman of the center's integrated, local 19-member advisory board. He said jobs were available but nobody had gone after them. Furthermore, he reported, recruits had not been sufficiently motivated; they were not the responsible hard-working individuals employers sought.

The director of the center pointed out that arrangements for transportation, outreach, and day care had fallen through. The local community action agency was supposed to furnish these services. But its director and his deputy resigned, leaving the agency disorganized and unable to deliver.

MDC took its share of the blame. It admitted not allowing enough time for training of the center staff, who had limited knowledge of manpower problems and a lack of experience in dealing with an advisory board.

MDC was not discouraged, however. "We learned more from Craven than from some of our apparently more successful efforts," said Autry. Learning is the key word. Experimental and demonstration projects funded by the Labor Department are designed to try out innovations and to develop a body of knowledge that will be useful in operating regular manpower programs.

MDC sent in a team of specialists to help out. Job development and counseling were stressed and the center's record is rapidly improving. Of the 100 trainees enrolled by June 20, 15 were still in class, and of the 80 graduates, 55 had been placed in jobs and 39 were still employed. Average earnings were around $2 an hour. Every trainee had been unemployed or working only part time when recruited.

The Asheville Center has had a better record from the start. Of the 238 trainees who had graduated by June 20 (there had been about 100 dropouts) 190 had been placed in jobs and 154 were still employed. Average earnings were $1.81 an hour. (Training stipends at both centers have been averaging about $35 a week.)

Both the Asheville and Craven Centers were launched because of promising results MDC achieved with its first Manpower Development Center, conducted in Greensboro in 1968 and early 1969. Of the 258 graduates located 18 months after the first training cycle began, 189 were employed at salaries averaging well

above the minimum wage. Greensboro is in the industrialized Piedmont section of the State. MDC, with $291,000 of Department of Labor and HEW funds, experimented to see if the same or modified approaches would also be successful in different settings—in rural Craven County and in mountainous Asheville in the eastern and western ends of the State.

As a first step, it helped a group of business leaders in Asheville organize Mountain Manpower, Inc., a local nonprofit manpower development corporation. Thus from the beginning the Asheville Center had good local support, a vital ingredient to effectiveness. When funding came through, Mountain Manpower had already hired a director, and training had begun. MDC moved in with its money and trained staff and began helping operate the center. Mountain Manpower is still heavily involved, contributing money, office equipment, and a rent-free building. MDC's local advisory board of 15 members is working hand in glove with Mountain Manpower to round up jobs for graduates.

"It's a good arrangement," said MDC planning and program development director Bob Smith. "Eventually, we hope, the local people will take it over."

Racial Barrier Breached

That's a constant theme at MDC—having local people, or some State agency, take over promising programs. Smith feels that the Management Awareness Program may be ripe for a spinoff. It is a 3-day training course for managers. Through films, audio visual tapes, open discussions, and role-playing, supervisors learn about job problems of minorities and how to manage the disadvantaged.

By the end of June, MDC had trained in a year nearly 150 managers and supervisors for Carolina Power & Light Company, Duke Power Company, Wrenn Wilson Construction Co., Drexel Furniture Co., the State Employment Security Commission, and the community college system. Smith points out that the awareness project has only a two-man training staff, and cannot be expected to train many more than 150 men a year. But if the Employment Commission, the community colleges, and the business firms now being served can be persuaded to adopt the program and do their own training, the effect can be multiplied.

MDC tried the Awareness Program and the prevocational training in combination last year at the Carolina Power & Light Co. (CP&L) in Raleigh. Ten young blacks, who tested at a median sixth grade level, were trained and placed in jobs paying $2.22 an hour that lead to journeyman status and $4.23 an hour. Three of the men became linemen—the only blacks in that job category with the company. Before going to CP&L, only two of the men had been employed full time, both in very low-paying jobs. Five had been unemployed, two for more than a year.

At the outset, 5 of the 9 CP&L supervisors who were to work with the disadvantaged employees were against the idea. After the Management Awareness Program, conducted by a black trainer, and after supervising the graduates for 6 weeks, eight favored it and one was neutral. Six weeks after the new men had been on the job, the supervisors

ranked all but two as average or above average workers.

Despite the promising results of this experiment and a similar one with a construction company, MDC has not been able to interest other companies. Managers of two firms which originally agreed to try it changed their minds. Their plea was that business was slow and they simply did not need new employees.

Meanwhile, other MDC programs are moving along briskly. A labor mobility project has recruiters active primarily in 16 eastern North Carolina counties where there are more able-bodied workers than jobs. Receiving stations are maintained in three labor-short cities — Charlotte, Greensboro, and High Point.

William Dupree used to be a tenant farmer near Rocky Mount. The MDC mobility program placed him in a $2.30 an hour job as a soft drink delivery man and helped him secure a loan for his new 3-bedroom house in the Charlotte suburbs.

Project staffers develop jobs, accompany persons interested in relocating on job interviews, and help find housing for those who decide to move. To make the adjustment to the city easier for rural people, counselors help newly arrived families locate shopping centers, schools, doctors, and other necessary services.

Funded by the Department of Labor, the mobility project originally was under the auspices of the North Carolina Fund and was taken over by MDC late in 1967. It has relocated nearly 1,500 families as part of an effort to develop guides for possible national use of mobility assistance for underemployed isolated rural workers. Although complete followup figures are not available yet, MDC records show, for example, that of 87 people it helped to relocate in the fourth quarter of last year, only 16 had returned home by May 1970. All the rest were working and their wages averaged $1.81 an hour.

Computer System Tested

Computerized job-matching, in which about $250,000 of OEO funds have been invested to date, has been MDC's knottiest problem. The staff is trying out a new system under which the unemployed or disadvantaged jobseeker lists his experience and preferences in 16 work-related categories. The resulting profile is a composite picture of what the individual has done and would like to do. Available jobs are broken down into the same 16 categories.

The computer then takes over and begins matching individual profiles to jobs. MDC claims the system can predict how well a given individual will like the job and whether he will be able to perform successfully. Staffers further say it is a better predictor of job performance than are most of the tests now used as screening devices for entry-level and semiskilled jobs. They say it is particularly applicable to the disadvantaged who do not have easily definable skills.

Based on results from Charlotte, where the system has been operating since last fall, MDC believes it can match people with jobs they can hold, substantially lower recruiting and training costs, reduce employee turnover, and give industry a more realistic picture of its own job requirements.

There is some question at this juncture whether the overall computer system of which the Charlotte project is a subsystem can be adopted by the State Employment Security Commission on a permanent basis. The employment service plans to use it at two sites in the rural Concentrated Employment Program in the southeastern part of the State. But permanent adoption of the system by the State employment service depends on the outcome of a variety of test projects being conducted by the U.S. Department of Labor to develop a nationwide computerized job matching system.

Mobile Unit Planned

If MDC's system matches the final outline of the Labor Department's nationwide setup, it can be folded right in. If not, it may have to be scrapped.

"The money we've spent won't be wasted," said James Austin, MDC's systems analyst. "We've learned from our research and the Labor Department has learned from theirs and we've learned from each other. I feel confident the two systems will fit together. Our system can be useful in any nationwide system."

As fiscal 1971 began, MDC faced new challenges. The Department of Labor extended the experimental contract for its manpower development centers with an additional projected budget of $511,000. MDC will continue its Asheville and Craven County centers for another year. It will attempt to bring Craven up to Asheville's standards by experimenting with training cycles of varying lengths, enlarging and upgrading the staff, reorganizing its advisory board, and moving the center from Cove City to New Bern to lessen transportation problems. Two 12-passenger vans will bring trainees to the center and take them home.

A moble training unit, operating out of Asheville, will travel to three counties to train recruits and place them with local industry. The unit, which will try to overcome some of the geographical barriers to training and employment for the rural poor, will be staffed by instructors

from three of the State's technical institutes.

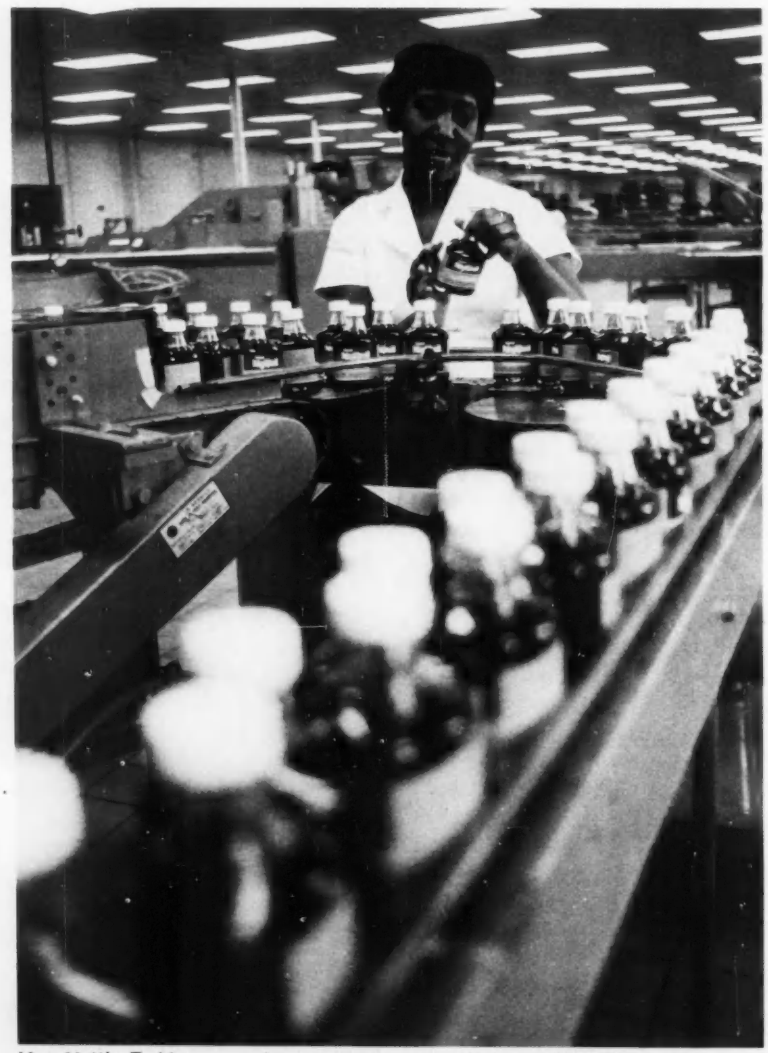
MDC recently accepted another challenge when it took over a rural Concentrated Employment Program in the southeastern part of the State which had faltered under its former leadership. The 1-year, $1.3 million contract with the U.S. Department of Labor to serve 800 disadvantaged jobless was signed in July.

MDC was reluctant to take over the CEP. After studying the operation thoroughly, using a $22,000 grant from the Labor Department, MDC laid down some stringent conditions. It asked that the CEP area of 12 counties be reduced, at the outset; the number finally settled upon was six. It also asked for establishment of new manpower development centers, similar to Asheville's and Craven's, in the area.

Finally, it asked that the subcontracting role of the State Employment Security Commission be clarified. MDC wanted to ensure that even though various manpower services were being provided by Commission personnel, it was clear to them they were working for CEP.

The Labor Department and the Commission accepted the conditions. "I think they're doing a good job in their demonstrations," said Allen Honeycutt, director of the Commission's employment services.

MDC Board chairman Hodges conceded that the CEP was "a new area and an awkward one" for his organization. "We certainly don't want to do it the same way it has been done," he said. "We were given the flexibility which will allow us to be creative. If we can show that a CEP can be run with real creativity and good management, and can do a good job, it will be another big step forward in our development and in CEP's."



Mrs. Mattie Todd was a school cafeteria worker before MDC trained and placed her in a higher paying production job in the Greensboro plant of a drug manufacturer.

Relations With State Good

Relations between MDC and State agencies have been good. Employment Security Commission chairman Henry Kendall is a member of MDC's board, and the Commission has aided MDC in recruiting and certifying recruits for training stipends under the Manpower Development and Training Act. Hodges is pleased at progress in relations between his organization and State agencies. "We've closed the credibility gap with the State and with other agencies," he said. "They know now we're not just another agency spending money."

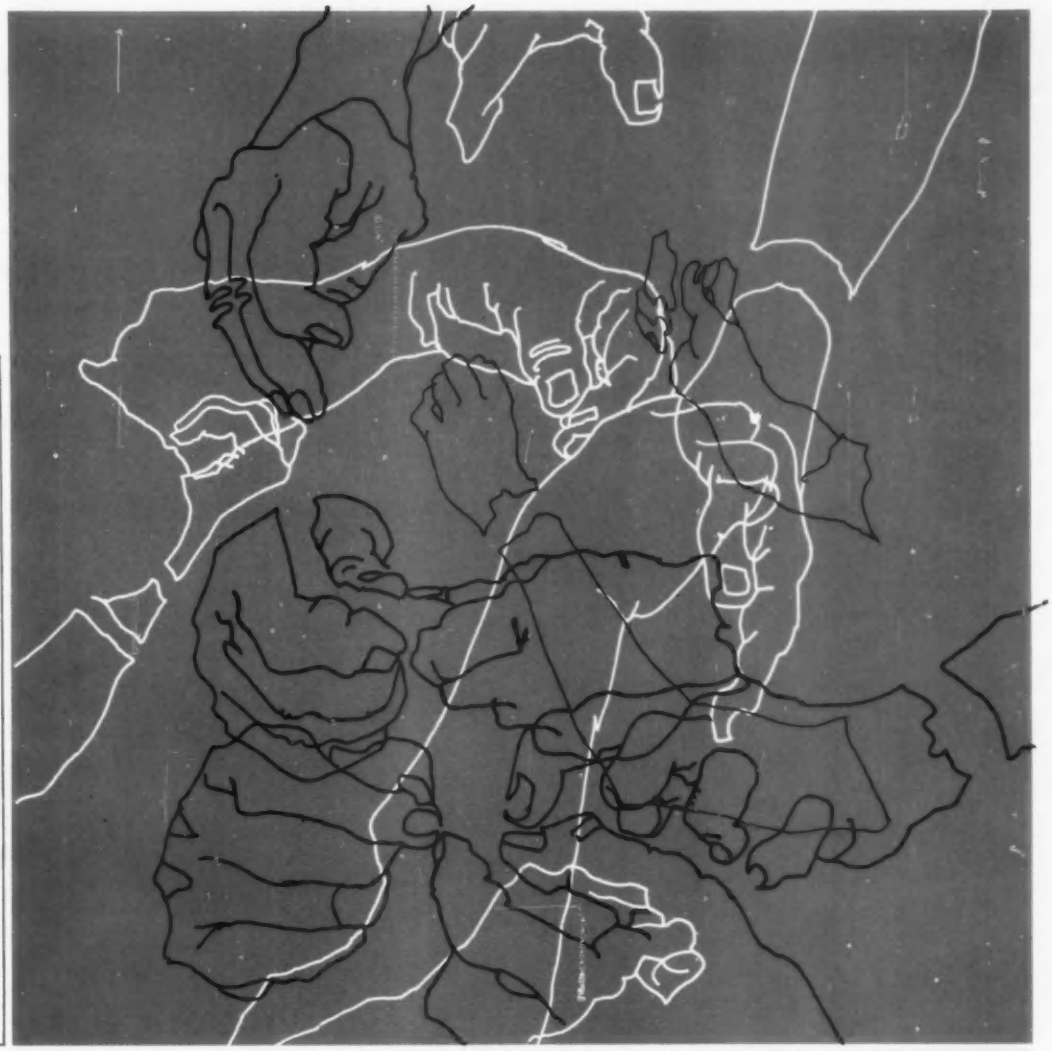
One of the biggest jobs MDC has taken on depends for its success on the strength of this bond with State agencies. Under terms of its Ford Foundation grant, and at the behest of the Governor, MDC is working on a plan for developing manpower policy and service delivery on a statewide basis. The plan will be designed to anticipate eventual passage of Federal legislation conferring more responsibility on the States for these functions.

"We regard this task as perhaps our most important one," said Hodges. "We're involving State agency heads fully in the planning phase, and we hope to have recommendations for the Governor by the time the State Legislature meets early next year. What emerges could be a blueprint useful in the development and implementation of a national manpower policy." □

'No citizen of the Nation is more worthy of respect than the true craftsman—the man who knows what he is doing, who can do things and can do them well'

J. D. HODGSON,
Secretary of Labor

keeping their hands in



By Betsy Morgan

Homemade fiddles and handmade barrels, Indian moccasins and buffalo meat, turkey callers and wooden hillbillies carved before your eyes. These were some of the ingredients served up at the fourth annual Festival of American Folklife. An estimated 500,000 people came to the Mall behind Washington's Smithsonian Institution over Independence Day weekend to hear the sounds of country music and see nearly forgotten crafts that have been handed down from generation to generation.

They listened to Violet Hensley play a fiddle she made herself.

They watched Ben Harris build a barrel.

They asked Bertha Little Coyote where they could buy the moccasins she was meticulously decorating with beadwork.

And if they were on hand for all 5 days of the Festival they witnessed the metamorphosis of a tree trunk into a remarkably detailed 4-foot carving of a "hillbilly character."

Spotlight of this year's Festival was on the cultures of Arkansas and the Indians of the Southern Plains. The Mall, usually the scene of nothing more exciting than Federal workers and tourists moving back and forth between the Government buildings that surround it, took on the friendly, colorful atmosphere of a county fair as visitors strolled around chatting with the craftsmen and performers. A chairmaker explained how his father had taught him to build furniture by hand. Indian tribesmen gave a lesson in erecting a teepee. Sassafras tea and buffalo meat, as well as the ubiquitous hot dog and hamburger, were on the vending stand menu.

The products and skills displayed and demonstrated at

Miss Morgan is a member of the Manpower Administration information staff.

Violet Hensley and a guitar-picking visitor to the Folk Festival team up for an impromptu duet. Mrs. Hensley learned to make fiddles as a teenager from her father. She makes them completely by hand, "just like I figure they did in 1880." Making them by hand, she says, "isn't any harder, just slower." It may be too slow for the younger generation. At any rate, none of Mrs. Hensley's nine children makes fiddles, although her 19-year-old daughter Sandra did carve a scroll on one during the Festival.

the Festival were a combination of vocation and avocation.

Making violins plays second fiddle to Mrs. Hensley's job at a hospital near her Yellville, Ark., home. But Duke University graduate Lynn McSpadden of Forest City, Ark., builds dulcimers for a living.

Ben Harris spent 46 years making barrels in a factory, usually working with machines on a production line. At the Festival, he demonstrated the fast-dying art of making them by hand.

Jimmy Nelson is the wood carving equivalent of the Sunday painter. But his friend and mentor, Junior Cobb, works full time at carving. Nelson's explanation of how they work together to carve a figure is simplicity itself: "Cobb starts on the head and I start on the feet and when we meet, it's done."

Ponca Indians Adam and Bessie Leclair rarely leave their home at Ponca City, Okla. But they did so to display their wares at the Festival. This husband and wife team sells leatherwork, beaded moccasins and shoes, and jewelry. As Mr. Leclair put it: "We learned beadwork from the baby bottle. As soon as we're able to hold a needle, mother tells us, 'Here, put this needle through that hole.' "

Beadwork is a hobby for Bertha Little Coyote, who took

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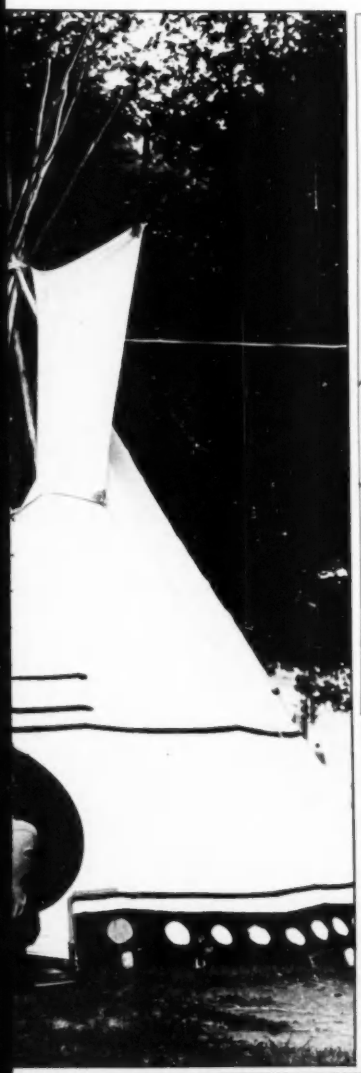


Indian tribesmen put the finishing touches on a teepee.

Adam Leclair says Indians used to make their own beads by heating soft rock until it turned to a liquid, pouring it into a tube with a hair from a horse's tail inserted in the center, and letting cold water touch the tube and break it. But the beads he and his wife Bessie (above) use to decorate the moccasins, shoes, and jewelry they sell are made by machine, and some of them come from as far away as Czechoslovakia.

A "hillbilly character" takes shape through the wood carving talents of Jimmy Nelson. Nelson, a bulldozer operator, learned the art from Junior Cobb, who started carving dolls for his brothers and sisters when he was "about 6." Now Cobb earns his living carving wood.

Tim Starks splits a piece of oak into the thin, pliable strips he uses for his handwoven baskets.

her vacation to bead moccasins at the Festival. A Cheyenne from Seiling, Okla., she works full time as a community health representative in an Indian area northwest of Oklahoma City.

"Cheyennes," Mrs. Little Coyote said, "are noted for being the best moccasin makers in the world." She said that sometimes the Cheyenne will trade with other Indians, exchanging moccasins for silver bracelets made by the Navajos, for example.

"We have stores in our country that sell beads and the hides that we need to make moccasins," Mrs. Little Coyote explained. "The stores have showcases, too, and if someone comes in and wants a certain size he can order it." By "our country," Mrs. Little Coyote meant the area in Oklahoma where the Cheyenne live.

Bertha Little Coyote's reference to "our country" typified the spirit of the Festival. Arkansas musicians and Indian beadworkers came together to share their experience in the same way that Navajo and Cheyenne tribesmen come together to trade silver for moccasins. The Festival of American Folklife was a time of sharing—a reminder that many "countries" comprise America. □

Using corncobs for the body and pipe cleaners for the arms and legs, Myra Adams makes a variety of dolls. She had seen a corncob doll once and taught herself to make them. Then she expanded the art by creating a man doll to go along with the lady dolls, who had seemed to have cornered the market. Her husband helps by making little musical instruments for the men to hold. A retired food store manager, Mrs. Adams sells her dolls through a craft guild. Everything sold through the guild must be handmade entirely from Arkansas products.

Ben Harris drills the tap hole as he nears completion of one of his handmade barrels. He learned to make barrels "by watching the other fellow." Harris can make a barrel by hand in about an hour and a half. It took longer at the Festival, though, as he moved about his equipment and answered visitors' questions. He made his barrels of soft white oak. They won't hold whiskey. "The hard part of the white oak is the only kind of timber I know that will hold whiskey," Harris said. Barrel makers are called coopers.

"It is one of those crazy things that began as a hobby," says Lynn McSpadden of his dulcimer making. "I did it because I loved it and now I'm doing it full time because I love it." It all started when he was a student at Duke University. He saw a dulcimer and wanted one, but he couldn't afford it. So he made his own. "It was terrible," he says. "The frets were in the wrong place." Now he uses a saw which gets the frets—pieces of metal that indicate where the strings are to be pressed against the neck of the instrument to produce certain notes—accurately placed to about 1/10,000th of an inch. His dulcimers, made mostly of walnut, are designed and built to be "playable instruments instead of just toys." The mountain dulcimer, the kind McSpadden makes, originated in Appalachia, and he says "it and the 5-string banjo are the only native American instruments."

Mrs. Smith Goes To Towns

Ronald Brown, a 17-year-old school dropout with a summer job as a waiter, checks with Mrs. Smith on permanent job opportunities. Mrs. Smith stopped to see Brown at the farm where he lives.

By PATRICIA MARSHALL

"I'm looking for Charlie Young," Mary Lorraine Smith said, addressing one of the 75 residents of Corsica Neck, Md.

"You want Charlie Young, Charlie Young, Jr., or little Charlie Young?" the old woman countered.

Uncertain, Mrs. Smith paused, then guessed the man she wanted was Charlie Young, Jr.

"Couldn't get Charlie Young anyway," the old woman said. "Died 2 weeks ago. But Charlie, Jr. is over to Brownsville." She pointed down the dusty road and went back to feeding her chickens.

This was Mrs. Smith's second stop that day in search of Charlie Young, whose parole officer had asked her to help him find a job. Earlier she had gone to a house on the outskirts of town, but no one was home and she was not sure she had the right place. Now she drove off to Brownsville, a couple of miles away.

Brownsville consists of a few houses and eight deteriorating, weed-surrounded trailers that have settled and sagged to fit the contours of the earth. A woman looking after two toddlers from the doorway of a trailer said Charlie Young was not here either. She advised Mrs. Smith to keep going down the road and to take the first turn to the right. These directions, Mrs. Smith soon found to her chagrin, took her back to the house near Corsica Neck where she had begun her search. There still was no one home.

Mrs. Smith, a community worker for the Maryland Department of Employment Security, does not usually go around in circles; she knows her territory too well. Her job is to take employment services to low-income people in two counties on the Chesapeake Bay's eastern shore. In this land of small farms, small towns, and little roadside settlements, poverty is great but scattered. To counsel people and help them get into skill training and jobs, Mrs. Smith must stay on the road most of the time.

Problems Are Complex

She logs about 1,500 miles a month—the distance between New York City and Amarillo, Tex.—and often drives as much as 30 miles to see one person. Setting her course by a list of names at her side—names that come to her from education and parole boards and departments of social services and vocational rehabilitation—she makes her daily rounds calling on school dropouts, handicapped peo-

Mrs. Marshall is assistant editor of MANPOWER.

Dilapidated housing is part of the complex of problems that plague the poor people of Kent and Queen Anne's Counties.

ple, welfare cases, and others so mired in poverty they cannot escape unaided. Their problems are complex and interwoven and, with little industry and poor public transportation in the area, solutions do not come easily.

One woman, a diabetic who recently had a leg amputated, waits for Mrs. Smith on the front porch of a ragged little house. Her hands and face are worn. She used to do housework but now must find other employment. The woman states her needs with quiet dignity, and Mrs. Smith promises to see what she can do and to come back next week.

Mrs. Smith's next stop is at a house on another dirt road. This time she is greeted by an unfriendly dog, and she keeps a cautious eye on him as she steps out of the car. A pretty teenage girl, with a toddler clutching her skirt, appears at the back door of the house. She is unmarried and wants to work, but will need day care for her son. If she gets a job, she also will need transportation or will have to move into town. Has Mrs. Smith come up with anything yet?

Mrs. Smith finds that dealing with such problems is more a way of life than a 40-hour-a-week occupation. Her phone often rings until midnight with people calling to ask her help. She spends many evenings in poor areas such as the Kent Island Narrows where seafood shuckers live in rows of shacks around packing houses. This helps her to know people better and to enable them to know her. She is their line of communication to the outer world where various cures for poverty are available.

Mrs. Smith's territory includes the little town where she was born into a low-income, black family 39 years ago. She went to a local three-room elementary school and high school and dreamed of going on to business school. Instead, she graduated into a canning factory because her family had no money for further education. In time she married and had two children, was later divorced, then became the family wage earner.

Shucked Clams 12 Years

For 12 years she worked as a clam shucker in a seafood packing house, an industry on the shore which has largely depended upon black workers. Dampness bothered her legs and her inability to work steadily, combined with low pay in the industry, brought her $1,800 a year at best.

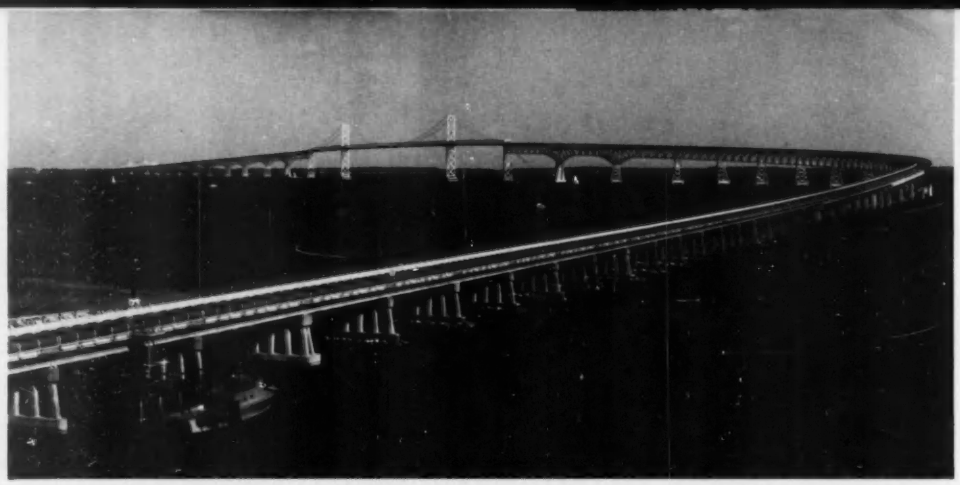
Nearly 5 years ago, she left shucking to work for the Maryland Employment Service at a salary of $4,000 (that has now gone up to $7,000). She received training in manpower services, then joined a team which surveys employment needs in rural areas on both sides of the Bay and helps low-income families move into training and employment.

Now a veteran in rural manpower services, Mrs. Smith works by herself in Kent and Queen Anne's Counties while six other people cover the remaining half dozen Maryland counties on the eastern side of the Bay. This rural manpower team, largely made up of indigenous, minority workers, has few counterparts in the United States.

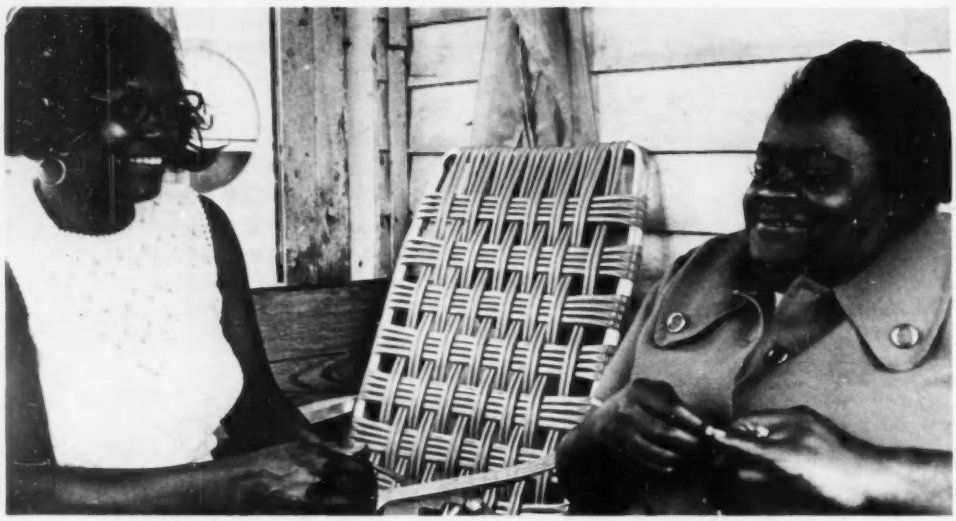
Nearly a third of the families in Mrs. Smith's counties have incomes below the poverty level, according to the local community action agency. Most of these families are black, but quite a few white families are not much better off. A major cause of this poverty is scarcity of industry, a deficiency that makes Mrs. Smith's job particularly difficult.

"It took me 3 years to place one girl in work she actually wanted to do." she says. "Last spring I had five girls that wanted to get out of clams and get something else, but there was no place around here for them to go."

In Queen Anne's it is hard to get out of clams—unless one gets into oysters—because seafood shucking and packing are among the few major industries. And even these are generally small-scale operations that hire few workers. A few wood products manufacturers hire as many as 35 people apiece and a commercial printer has a staff of 62. Two canning plants hire a total of 150 people in season, a boat works hires nine, a meat-packing plant six—and that is about all. Kent County is predominantly agricultural with farms run by machinery and



The Chesapeake Bay Bridge links Maryland's Eastern Shore to the Baltimore-Washington megalopolis. But to Queen Anne's and Kent Counties it has brought far more sun-seeking tourists who are merely passing through on their way to the ocean beaches than it has job-producing industries.



Mrs. Smith's person-to-person approach includes a call on Viola Little to discuss the possibilities of getting her a job she can do sitting down. Mrs. Little has a back ailment that makes it difficult for her to walk or stand. Despite her handicap Mrs. Little, who had to give up clamshucking because of the dampness, is active in church and community affairs.

Mrs. Smith *continued*

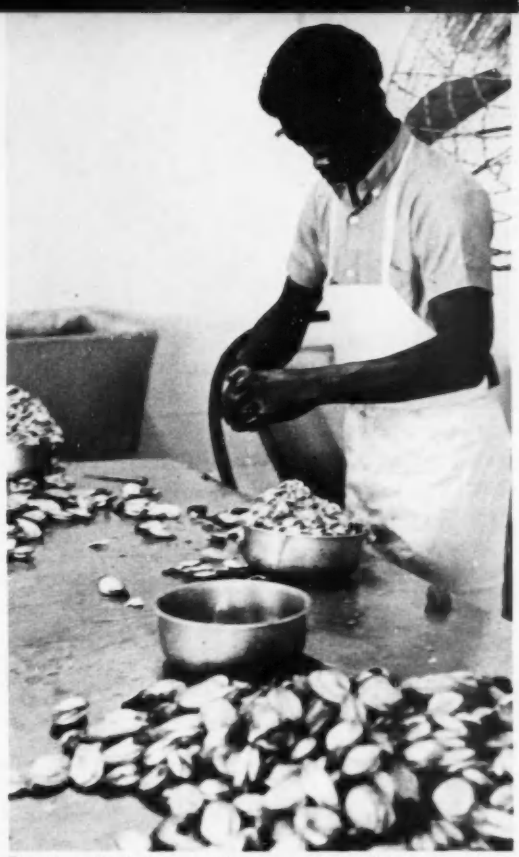
family labor. A few marinas and canneries offer a little seasonal employment. Other businesses are small and seldom have more than one or two workers.

Only a few miles across the Chesapeake Bay from this countryside is the Baltimore-Washington metropolitan complex, but for almost 300 years shore counties were relatively inaccessible from the mainland. Eighteen years ago a 7.7 mile bridge was flung across the Bay, a connection with urban neighbors that has brought very little change to the counties so far. Heavy traffic now pours into Queen Anne's from the bridge, but most of it goes right by as it heads for ocean beaches and other points further east on the peninsula where these counties are located. Signs on lots near the bridge terminus announce new industrial parks, but the undisturbed meadows indicate that industry is still in the hope and planning stage.

Last spring Mrs. Smith watched eagerly as a small turkey processing plant went up on a patch of Queen Anne's farmland. To the people she serves it meant both jobs and job training. Built with the help of a Federal loan, the plant employs about 200 workers and is giving on-the-job training in poultry boning to 20 persons under a contract from the U.S. Department of Labor's Manpower Administration. The training project is part of a statewide program, administered by the Maryland Office of Economic Opportunity aimed at developing opportunities in the small business firms that are common in rural areas. Mrs. Smith helped the Office of Economic Opportunity negotiate a subcontract with the turkey plant which sets $1.75 an hour as trainee wages during 16 weeks of training, to be followed by $2.10 an hour, and she screened people to determine their eligibility for these training slots.

Last year Mrs. Smith helped work out a similiar contract in Kent County to train electronic assemblers in a small company making radio parts.

For many people in Kent and Queen Anne's, opportunities are greatest when they leave home. Some head across the Bay to work in nearby cities; others travel



For Mrs. Smith's son, Manny, and daughter, Pamela, summertime clam shucking is a way to earn money to buy school clothes. They have no intention of making it a way of life, as it has become for so many of their older coworkers.

Clam shuckers at Kent Narrows earn $1.60 an hour or $2.30 a gallon. When oysters were king of the local seafood industry, most shuckers were men. Women began coming into the packing houses in substantial numbers about 16 years ago when clams, which are easier to shuck, were introduced to the Narrows from New England.

down the peninsula to Cambridge or Salisbury, the largest communities on the shore and centers of Manpower Administration training programs. An important part of Mrs. Smith's job is keeping tabs on all such possibilities for the poor.

In Cambridge practical nurses are trained in a Manpower Development and Training Act (MDTA) program at General Hospital and nurse aides are trained at Eastern Shore State Hospital, a mental institution. Cambridge also has MDTA courses for air-conditioner and oil burner servicemen and major appliance repairmen.

In Salisbury MDTA training turns out auto mechanics, welders, and certified laboratory assistants. All these are regular courses; others are added as needs arise and have included training for cooks, waiters and waitresses, and clerk-typists.

Few families on Mrs. Smith's rounds would know these pathways to adequate jobs existed if they did not hear about them from her. But newsbearing, she finds, is only a small part of her job. People may have medical or dental problems to be corrected before an employer will hire them. Some are without cars or public transportation and live 80 miles away from a beckoning opportunity. Others point to small children and hopelessly shake their heads at the notion that they can get out of the house to take badly needed training or a job.

Mrs. Smith makes medical and dental arrangements and, if necessary, takes people to and from appointments. She suggests ways they can reduce mountains of problems to the size of hills: "Perhaps you could pay your grandmother a little to take the children," or "Do you have relatives or friends you can stay with in Cambridge while you take the course?"

Once she asked her uncle to house a girl. "This was a school dropout I had tried to help for a long time," Mrs. Smith recalls. "First I had her all ready, including her bus tickets, to go into the Job Corps to study cosmetology. Then it turned out that she was pregnant and could not go. After her baby was born the welfare department called and said the girl's grandmother was willing to care for the baby and the girl wanted to learn a trade and go to work. I sent her to the

Mrs. Smith *continued*

Youth Opportunity Center in Baltimore because she needed the kind of services they offered—psychiatric counseling and remedial education as well as vocational guidance. She goes and plans to stay at the YWCA. She comes right back—they had no room. Finally, I called my uncle and arranged for her to stay with his family.

"She is now a nurse aide at the University Hospital in Baltimore. It took me a while to get that girl situated, but she finally made it."

For some of the poor such problem-solving tactics are inadequate, Mrs. Smith has found. A few lack any desire to change even though poverty is eroding their lives and the lives of their children. Mrs. Smith tries to motivate them.

Motivation is particularly needed for some of the shuckers living in Kent Narrows, heart of Queen Anne's County's clam and packing industry. With peak occupancy in the winter months when both clams and oysters are in season, the workers' shacks house some 450 men, women, and children. There is no indoor plumbing, and some of the shacks are so situated on low-lying former marshland that they are flooded by rains and tidewater.

Poverty-Bred Culture

A few years ago Wye Institute, a privately funded development organization in the county, studied the Narrows and found that more than half the shuckers earned less than $1,000 a year, with most families having more than one worker. Employers estimated that half of their workers' incomes came from unemployment compensation. They also told researchers that some of the shuckers were undependable workers, particularly after payday when drinking became a problem.

There were many other signs of a poverty-bred culture. A fifth of the adults had no education beyond fourth grade. Health department officials estimated that 99 percent of the Narrows children were illegitimate. Normal families — married couples with or without children—were almost nonexistent. No recreation facilities of any kind existed for children in the Narrows, and the crime rate was three times that for the county as a whole.

To the people in the Narrows, Mrs. Smith is a messenger from the outside, one of the few people who venture into the area to sit and talk in the evenings about news over in Brownsville and elsewhere. Some have known her for many years. The others accept her because she too is black, has been poor, has earned her credentials as a clamshucker, and understands the camaraderie among people who work together, live together, and let the rest of the world go by.

Moreover, Mrs. Smith's children have worked alongside some of them as clamshuckers for the summer. Paula, 16, worked in a packinghouse for the past 2 summers; last summer she was joined by her 14-year-old brother, Manny. Like other shuckers, they earn $1.60 an hour or $2.30 a gallon, and both saved their money to buy school clothes.

But when Mrs. Smith drives into the Narrows she is more than an old friend. She mirrors another kind of life that has some strong enticements, like money, good housing, and perhaps a better future for your children. The shuckers know that Paula is planning to finish high school, then go on to college—perhaps to regional, community-type Chesapeake College 9 miles away—to become a teacher. Manny's plans are not yet definite, but he makes it clear he is not going to spend his life in a clam or oyster house.

In Mrs. Smith's opinion, many shuckers' problems grow from the fact that it is the only life they have ever known. Their parents and grandparents were shuckers and they were born and raised around packinghouses.

She does not see her own role as one of recruiting people from packinghouses to place them in some other employment. To take an employer's workers away from him would, in her view, be quite naturally looked upon as an unfriendly act and she would soon be unwelcome anywhere near his place of business. Instead, she functions like an employment service office—mobile or stationary —to help people who want the services she can offer.

"Shuckers know the work I do, and they are aware that I can help them get training or other kinds of work. If they are ready for my help, they let me know. I'm available."

Success breeds success, Mrs. Smith finds. Some people who in the past told her they would "stick with clams" changed their minds when they heard about one of her former clients like Florence Brown.

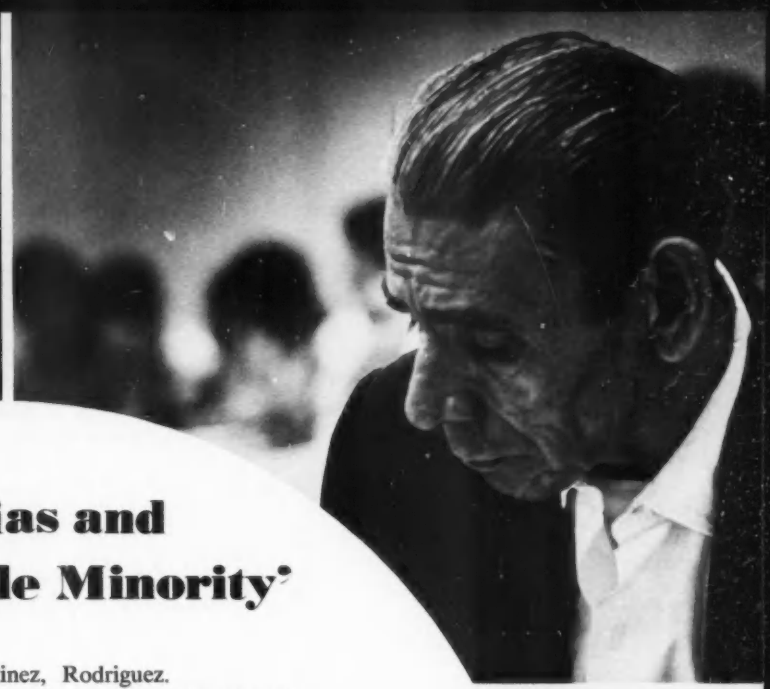
With Mrs. Smith's help, Miss Brown left clams to go to work as a University of Maryland extension service aide in a program sponsored by the U.S. Department of Agriculture. Her job is to help low-income families improve their nutrition by teaching them about foods for good health, helping them get food stamps, telling them about good buys, and helping them with comparison shopping. Miss Brown, whose supervisor says she is doing an outstanding job, has already had two raises and now makes about $4,800 a year.

'They Can Be Moved'

Others have lifted themselves out of poverty with the help of manpower services they learned about from Mrs. Smith. Two girls are now working for a travelware manufacturer in Delaware and are making good salaries. One boy went to Wilmington, Del., where he has a private scholarship to learn cosmetology. Several girls are seamstresses for a small garment manufacturer in Grasonville and one is earning $3 an hour. A number, scattered by now around the U.S., are nurse aides or registered nurses and one woman who took nurse aide training and later worked as an aide is now building a little cinderblock nursing home where she can care for as many as four patients. Others, still building for the future, are in training programs or the Job Corps.

But success stories in Kent and Queen Anne's have a long way to go before they catch up to the needs. Mary Smith is not dismayed, though. Poverty has been festering in the two counties for a long time. Programs capable of doing something about it are of much more recent vintage.

"There are those here who still say you can't move the poor, can't get them to change," Mrs. Smith says. "But they can be moved," insists this woman who helps do it. □



Job Bias and the 'Invisible Minority'

Gonzales, Martinez, Rodriguez.
A proud Spanish heritage for over 9 million Americans?

Yes, but for too many employers in America's Southwest, where 5 million Spanish-surnamed people live, the approach is still "no me gusta"—I don't want him, I won't hire him, and if I do hire him, I won't give him as good a job as I would Smith, Jones, or O'Brien.

Fred Schmidt, of the Institute of Industrial Relations at the University of California, provides fresh insight into the living and working conditions of the "invisible minority" in a new study, "Spanish-Surnamed American Employment in the Southwest," prepared under the auspices of the Equal Employment Opportunity Commission (EEOC) for the Colorado Civil Rights Commission. Colorado is one of five Southwest States covered by Schmidt in his analysis of the Census figures and 1966 employer reports to the EEOC. The others are Arizona, California, New Mexico, and Texas. The author also draws on the National Education Association and a variety of relevant government and university studies. Statistical appendices accompany the report.

In America's fast-growing Southwest, Schmidt shows, Pancho may not wear a poncho, but he is hard-put to acquire a white collar. In examining EEOC reports in 20 counties in the Southwest, selected because they have a high number and high proportion of Spanish surnamed, Schmidt found a distinct "stair-step pattern" in the employment of all minority workers (including Negroes and Orientals, but predominantly—80 percent—Spanish-surnamed), revealing that "their share of jobs descends as the job hierarchy ascends."

Many at the bottom of the job ladder resign themselves to servant status, Schmidt says. He points out that in Laredo, Tex., sometimes labeled America's poorest city, the number

of workers scrubbing pots and weeding gardens in private homes more than doubles those in far richer Boston.

Or they flood into laboring jobs. Schmidt notes that although minority men comprise only 17.2 percent of all male workers in companies reporting to the EEOC, they account for 48.3 percent of those men working as laborers. When it comes to white-collar work, he finds an opposite "imbalance." Only 22.2 percent of all minority employees in the reporting companies were in white-collar jobs, compared to 56.7 percent of all Anglos.

In skilled trades, minority workers in nine of the counties have a representation "close to, or in excess of, their proportion in the local civilian labor force." But Schmidt voices reservations on using this as a mark of success. Emphasis on breaking down barriers in craft-oriented apprenticeship programs may have "diverted attention" from jobs outside the blue-collar fields "where larger payoffs are possible."

Minorities represent 19 percent of the total work force in industries reporting to the EEOC in the 20 counties. Yet they hold only 9 percent of the sales jobs and a trifle more than 11 percent of office, clerical, and technician positions. They represent only 5 percent of officials and managers and less than 6 percent of all professionals. And the Spanish-surnamed do less well than non-Anglos as a whole in such important occupational categories as clerical and office, technician, professional, and official and manager, Schmidt maintains.

There is no increase in minority job opportunities in a southwestern county simply because a large proportion of the population there is minority. Quite the reverse is usually true, especially for the better jobs. Schmidt finds that when it comes to stepping into white-collar positions, both the Spanish-surnamed and Negroes do better in areas where they form a smaller proportion of the labor force. To Schmidt, this suggests a social caste system where the size of a group alone can be perceived of as "threatening."

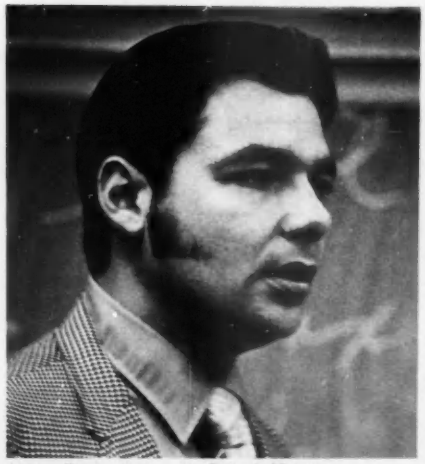
Schmidt finds that the wall isolating minorities from white-collar occupations seems higher in the counties of the Southwest which are rapidly industrializing. The exception here is in Los Angeles—where there has been a slight increase in the proportion of minority clerical and office workers and a slight decrease in the proportion of minority laborers.

From 1920 to 1966, Schmidt points out, the population in the Southwest increased at 5 times the rate for the U.S. as a whole. One out of every five inhabitants of the region belongs to the "invisible minority" of the neither black nor white. They live for the most part (80 percent) in cities, many of them experiencing serious deprivation in health, education, and housing conditions. A study for the Office of Economic Opportunity shows that about 35 percent of all Spanish-surnamed families in the Southwest are poor.

Housing Reflects Income

Of their housing, Schmidt says "social, legal, and economic pressures have produced those residential patterns which have brought the word 'ghetto' back," replacing the term "barrio," with its connotation of picturesque quaintness, which often is used to describe Spanish-surnamed neighborhoods. Schmidt blames much of the poor living conditions on lack of good jobs. "The extent of dilapidated and deteriorated housing and the ratio of persons per room are largely a consequence of income."

He also cites a Colorado study relating the generally poorer health of the average Spanish-surnamed to his economic problems. The study shows that on an average the Spanish-surnamed person who manages to survive his first year of life dies at an age 10 years younger than that of his Anglo neighbor. Large numbers of Spanish-surnamed are ill-fed. Schmidt refers to a report which shows that all the "emergency hunger" counties in the U.S. lie in either its Southwest or Southeast regions. All counties in the Southwest not listed under the "emergency" heading are still identified as "having serious hunger problems." (Counties in California and northern Colorado are the only exceptions.)



Labor Dept. photos by Robert Moeser.

Is it his education which limits the Spanish-surnamed in job opportunity? Partly, Schmidt says. He points to 1966 Census data showing that only half of the Spanish-surnamed adults in Texas had more than a fifth grade education. Throughout the Southwest, adult Spanish-surnamed persons average 5 years less schooling than Anglos. A tradition of de facto segregation hasn't helped, he says.

Education, or the lack of it, may also explain why companies with Federal contracts—who must pledge nondiscrimination—fail to hire more from minority groups. Such firms, usually in new, rapid-growth industries, are able to pay higher wages for employees with good educational backgrounds (who score better on job-entry tests). Firms without government contracts must settle for the less educated, Schmidt says, noting that in the Southwest such companies have work forces comprised of 19 percent minorities compared with only 13 percent for firms holding prime government contracts. To counteract this situation, Schmidt recommends that more employers be aided in revising testing and screening practices.

"Among prime contractors especially," he says, "the nature of preemployment testing and screening should be assiduously examined to be certain that these are related to the job functions in question." He would also like to see private industry widen white-collar training opportunities for minorities. "In virtually every instance, Spanish-surnames have been entered into training for blue-collar production jobs in excess of their share in the existing work force but are greatly under-represented" in training for white-collar jobs.

Schmidt traces most present problems of the Spanish-surnamed to the historical pattern of U.S. colonialism, and the subsequent policy of "manifest destiny." He indicates that Sam Houston, U.S. Senator and at one time President of Texas, only reflected popular 19th century sentiment when he argued that, "The Anglo-Saxon must pervade the whole southern extremity of this vast continent . . . Mexicans are no better than the Indians, and I see no reason why we should not take their land."

Once they became "aliens," the Spanish-surnamed inhabitants of what had been Indian country were themselves ripe for exploitation by Anglos. Acquisition of communal or village land became an issue thorny as a Texas cactus. Schmidt maintains that "most historians of the region today acknowledge that there was wide-scale larceny of land titles." He says one report proves that in New Mexico alone the Spanish-surnamed lost over 2 million acres of privately held land, and close to that in communal land, after 1854. Thus began a legacy of poverty for millions with a Spanish heritage.

Schmidt follows the development of the Southwest region from early days when the Spanish-surnamed supplied unskilled labor for other people's farms, ranches, and mines. Immigrants who filled similar needs elsewhere, he notes, soon

took collective action to protect their rights. They moved up the economic ladder as the Nation industrialized. Not so, he says, those with a Spanish heritage. In the Southwest, unions failed to emerge. And there was no movement into the new industries which developed —in the oil boom of the thirties, for example.

What of progress in recent decades—and hopes for the future? Schmidt claims that labor unions, though slow to take hold, have finally advanced job opportunities for minorities. Progress is chiefly in manual occupations. EEOC data from employers in New Mexico, Colorado, and California show Spanish-surnamed craftsmen, in particular, as faring somewhat better under union hiring arrangements. Schmidt voices regret, however, that "labor unions scarcely ever have any effective influence on whom an employer places in white-collar occupations."

It is in sales occupations that he feels a big breakthrough for minorities can be made. "Inasmuch as altering public attitudes depends so much on simply seeing minority workers cast in new roles, sales jobs assume importance beyond their numbers. The minority craftsman has a small exposure away from the work place; a salesman has a great deal." Training would help: He points out that only 2.2 percent of all Manpower Development and Training Act (MDTA) institutional trainees in 1967 were learning saleswork, and calls for more.

On the whole, women with Spanish surnames already fare better than men in getting white-collar jobs—a situation similar to that among Negroes. Schmidt cites EEOC data showing that 36 percent of the women working in white-collar jobs in the region are Spanish-surnamed, compared with 14 percent of the men.

Towns 'Import Poverty'

Schmidt finds that when the Spanish-surnamed gain a toehold in higher status occupations, they open a wedge for others; and that they tend to get better jobs before other minorities. "The Spanish-surnamed generally has been favored over other minorities in gaining entry to the skilled trades in counties where both live." When they move into a heretofore Anglo-employment area, "their entry seems to make it much easier for other minorities." He adds, "they have been more accepted than Negroes—in some places more accepted than Orientals, in many places more than Indians."

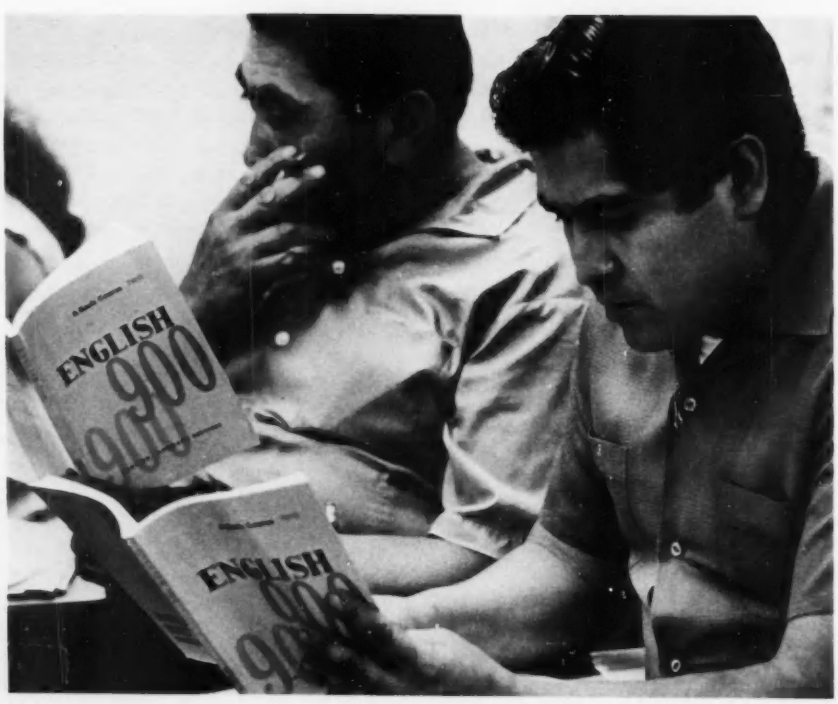
Schmidt does not overlook the effect of illegal immigration across the Mexican border. Border towns, he feels, by hiring illegal immigrants, "continue to feed on what has made them ill. They import poverty." Immigrants continue to come in as they have always come, "under the hoods of automobiles, by foot across the desert, across railroad trestles and rivers, hidden in freight cars."

Present efforts to stem the illegal immigrant tide have turned on the "adverse proscription" of immigration law, he argues. "This means that in each instance it is incumbent on the complaining party or agency to demonstrate that the entry of foreign nationals has an adverse economic effect on resident citizens. This is a great burden to carry to trial."

Schmidt suggests that a better measure might be title VII of the Civil Rights Act. It prohibits employment which favors a person because of his race, color, religion, sex, or (most importantly in this case) national origin. He feels it puts much of the burden of proof on the violator and could be used more effectively to block the influx of Mexican commuters who compete unfairly with resident Spanish-surnamed citizens by accepting lower wages for the same work.

As a final recommendation, Schmidt asks that all appropriate agencies of the Federal Government give Spanish-surnameds "some of the same attention Negro and nonwhite groups receive" in gathering statistics. He mentions specifically the Census Bureau and the Bureau of Labor Statistics. He also feels "there is a need for Spanish-surnameds to be separately considered in the National Health Survey." He suggests that the EEOC ask all government agencies to do extended studies of specific aspects of this minority group's problems, particularly its employment problems.

"One thing is certain," he concludes. "The awakening, the restlessness, the self-concept of a whole people—America's second minority—will require it (such studies) sooner than those outside the region might suspect." □



XUM

News & Notes

Although the general shortage of teachers is over, it is not over everywhere. The U.S. Office of Education finds that "severe manpower shortages continue to plague the fields of vocational-technical and early childhood education." More teachers are also needed for the handicapped, and for schools in poor neighborhoods, both urban and rural. Consequently, the Office of Education has awarded more than $15 million in grants under the Education Professions Development Act to help States meet these shortages during the 1970-71 school year.

* * *

"Nothing personal in this, of course, Fosdick," says the police chief in the Al Capp cartoon as he strips the hapless detective of his badge, rips off his buttons, and boots him down the stairs to the jeers of the rest of the force. Firing an employee is seldom done with such brutality though it is frequently done with just as little finesse. But a new trend is on the way. Some top corporations in New York are finding it expedient not to fire unwanted executives. They are "dehired" or "outplaced." Executive recruiting firms are retained, on the quiet, to find them new jobs elsewhere.

* * *

The National Urban Coalition has set up a Minority Contractors Assistance Project. Loans for craft training, bonding, and technical assistance will be made to minority contractors. Some $2.89 million in public and private money will be used to help these entrepreneurs in 15 cities. "Our objective is simple—to help minority contractors get a more equitable share of the growing construction business," said Coalition chairman John W. Gardner.

* * *

The U.S. Department of Labor is financing 17 projects designed to study the possible effects of making unemployment insurance compulsory for farmworkers. Eleven land grant colleges and universities are assisting in the study.

* * *

Several Western European countries, including Sweden, the Netherlands, Great Britain, and West Germany, have had notable success in "deliberate job creation" for those who temporarily or permanently are out of work, even under full employment conditions. Public works and public service jobs are stressed. This is one of the findings described in a new research study, Special Job Creation for the Hard-to-Employ in Western Europe, published by the U.S. Department of Labor.

* * *

The Negro exodus from the South will continue, according to a study by Dr. Daniel O. Price, University of Texas professor. Ninety percent of all American Negroes lived in the South in 1870, but by 1960 this proportion had dropped to 60 percent. Most of the black migration took place in the 1940-60 period, he said. His study indicates this pattern will continue, especially from the rural South to urban areas elsewhere, with no intermediate stop in urban areas in the South.

* * *

Weekends apparently make some people temporarily unfit for work. First Chicago Corporation says Monday absenteeism averages 25 per cent higher than on other days, and at General Motors, the rate is double. Some Pennsylvania coal mines discourage Monday visitors because of the increased likelihood of accidents. Some firms fight Monday absenteeism and tardiness; one Chicago insurance company gives employees free coffee Monday mornings. Others have given up trying to do anything about it. "You can't keep people from having hangovers," says one personnel manager.

* * *

The Department of Labor is encouraging its contractors and State employment service agencies to deposit funds in minority banks. A current list of minority banks insured by the Federal Deposit Insurance Corporation has been provided by the Department of Commerce and published by the Labor Department.

* * *

The brain drain from Europe to America has stopped, according to Marc Savage, president of an international recruiting firm. In fact, the talent flow is now moving in the opposite direction, Savage contends. He says key scientists and businessmen are willing to move to Europe, even in cases where the pay is lower, for two reasons: Rising unemployment among white-collar workers and the feeling that the Old World offers a better quality of life.

UNEMPLOYMENT INSURANCE ENTERS NEW ERA

By ROBERT C. GOODWIN

Unemployment insurance protection of the workingman took a giant step forward this year with passage of the Employment Security Amendments, signed into law by President Nixon on August 10, 1970.

The legislation is noteworthy for its broad scope. It extends coverage to an additional 4.75 million jobs, the largest single increase since the program began. It gives coverage to workers in certain State government jobs, nonprofit institutions, and small business establishments, and creates a means for automatically extending benefit duration for persons who exhaust regular claims during high unemployment periods. The law also makes the first major change in 30 years in the taxable wage base used to finance the program. The net result is a Federal-State program which will be more responsive to the problems of unemployed workers.

The legislation also opens up avenues for further action by the States. One example is State and local government employment which, until now, has not been covered by Federal mandatory provisions. Only 10 States acted on their own to give mandatory coverage to State employees; only two give such coverage to local government employees. The 1970 amendments require such coverage for more than 940,000 jobs in State hospitals and State institutions of higher learning but leave uncovered more than 8 million State and local government employees, the largest single group of workers still unprotected by unemployment insurance.

In another first, the legislation extends protection to 2.1 million jobs in nonprofit organizations which employ four or more persons in 20 weeks in the current or preceding year. Nonprofit organizations will have the option either of paying the regular State tax or of reimbursing the State for unemployment insurance payments paid to their former employees but will not be subject to the Federal tax—a unique financing feature.

One significant provision of the new legislation covers small businessmen who employ one or more workers in each of 20 weeks in a year or who have a $1,500 payroll in a calendar quarter. In the past it was argued that administrative problems would be too great to extend coverage into these firms, but experience in individual States proved otherwise. By 1970, over half the States had enacted broader provisions than those in Federal legislation and a third of the States had enacted laws with "one or more" worker provisions comparable to or broader than the new Federal legislation.

One of the most important changes the Act makes is in extending the duration of benefits when a claimant has exhausted regular benefits and high unemployment makes it hard for him to find a job. Two experiences with extended benefits demonstrated their validity. A temporary program in 1958-59 paid out $600 million in extended benefits, and another program in 1961-62 paid out $770 million, both performing a vital service although handicapped by delays in enactment of the programs.

The program provided by the 1970

Mr. Goodwin is Associate Manpower Administrator for Unemployment Insurance.

amendments is permanent and responds automatically to rising unemployment. Financed jointly by Federal and State governments, it provides up to 13 weeks additional benefits with a 39-week ceiling on total benefits. Benefits become payable in all States after January 1, 1972, when the national insured unemployment rate is 4.5 percent for 3 consecutive months, and they remain in effect until the rate drops below 4.5 percent for a similar period.

Benefits must also be paid in a single State in response to high unemployment in that State, specifically when the insured unemployment rate averages 4 percent for any 13-consecutive-week period and exceeds 120 percent of the average rate for the same 13-week period in each

of the preceding 2 years. While these benefits do not have to be paid until January 1, 1972, a State can pay them any time after October 10, 1970, providing its legislature enacts an extended benefits program meeting Federal requirements. One indication of the importance of State action is that in recent months 16 States have experienced unemployment rates at or above the State trigger level.

Financing to support the unemployment insurance program will rest on a new wage base—$4,200, effective January 1, 1972—and will benefit from an increase in the Federal tax rate from 3.1 to 3.2 percent, effective January 1, 1970. Initially, the $3,000 taxable wage base in unemployment insurance resulted in between 90 and 97 percent of all wages being taxable, but this base remained substantially unchanged for 30 years while wages rose sharply. In 1969, only

50 percent of all wages were taxable under the old limitation. Moreover, low wage industries were paying a disproportionate share of the tax. The new base will lessen tax inequalities among employers and will also give States additional resources to make needed increases in benefit levels.

Among other provisions of the new legislation are:

- Requirement for funding of Federal research and staff training programs —up to $8 million annually for research and up to $5 million annually for training unemployment insurance staff.
- Elimination of a Federal barrier so that accrued leave of recently discharged servicemen may be treated like accrued leave of other unemployed workers under State law.
- Granting States the right to seek judicial review of adverse decisions by the Secretary of Labor.
- New standards for operation in a number of important areas. State law cannot allow a "double dip" which permits benefit payments in two consecutive benefit years without intervening employment; persons taking approved training will not be denied benefits; wage credits may not be cancelled, and benefits may not be totally reduced, except in cases of misconduct, fraud, or receipt of disqualifying income; States may not discriminate against interstate claimants, and must participate in interstate wage combining arrangements.

For the present, initiative to change benefit levels was left in the States' hands. In transmitting the legislation to Congress, the President noted that there were advantages in the States having freedom to set such levels, but he urged the States to act within the next 2 years to provide adequate benefits and thereby avert the need for Federal action.

A serious disappointment in the 1970 legislation was its failure to cover farm labor. Coverage of 400,000 workers on large farms was included in Administration proposals but was not part of the enacted law. Congress indicated that it needed more information on the impact of farm labor coverage and it gave priority to research in this area. Eighteen independent studies financed by the Manpower Administration are now underway.

President Nixon commented, in signing the legislation:

"Farmworkers deserve this added protection, and it is my intention to resubmit legislation to help them gain this objective. At the same time, I hope individual States will, on their own initiative, extend coverage to these agricultural workers."

Implementing the 1970 amendments will be a formidable task. As a start, every State must do a comprehensive review of its present unemployment insurance legislation and make necessary revision to comply with Federal statutes.

This review will give the States an excellent opportunity to look beyond mere compliance with provisions of Federal law and to go beyond them in order to provide an unemployment insurance program which truly meets the unique needs of each State's labor force. To the extent this is done, the 1970 amendments will serve as a bridge to additional protection for the unemployed. □

Publications

Following is a selected list of publications on manpower and related matters. Single copies of publications for which no price is indicated can be obtained free by writing or telephoning the Manpower Administration, U.S. Department of Labor, Washington, D.C. 20210. For publications not available free, write the Superintendent of Documents, Government Printing Office, Washington, D.C. 20402, and enclose payment.

Apprentice Training—Sure Way to a Skilled Craft

Pamphlet describes apprentice training: How it operates, who qualifies, opportunities, earnings, and where to apply; and lists 79 jobs which require apprenticeship. 15 cents.

Occupations and Trends in the Dairy Products Industry

Describes current occupations and processes in dairy industry and changes due to introduction of automated equipment. Of the 66 jobs described, 39 are entry jobs which should provide opportunities for employment of the disadvantaged. Useful in counseling, placement, and other manpower activities of State employment services and others concerned with recruitment, training, and counseling of persons in this field. 75 cents.

State Workmen's Compensation Laws

Bureau of Labor Standards bulletin summarizes main provisions of State workmen's compensation acts for quick reference by legislators, administrators, insurance carriers, labor and employer groups, students, and others. Based on analysis of laws and administrative rulings and information from administrative agencies. 40 cents.

Labor Laws Affecting Private Household Workers

Women's Bureau leaflet summarizes labor laws currently affecting private household workers.

Insurance Arrangements Under Workmen's Compensation

State workmen's compensation statutes include security of insurance provisions under which employers must demonstrate, usually through purchase of an insurance contract, ability to satisfy their compensation obligations. This Bureau of Labor Standards bulletin describes these security provisions and their administration and the performance and regulation of private insurers, State funds, and self-insurers. Useful to State industrial commissions and others charged with interpretation of these security provisions. State legislatures interested in improving their workmen's compensation act, employers, employees, and insurers. $1.00.

Compilation of State Dentist Manpower Reports

Book by National Institutes of Health gives results of national 2½-year survey on professional characteristics and activities of dentists in United States. $5.25.

Veterans' Reemployment Rights Handbook

New Labor Department handbook, replacing previous editions, designed to assist veterans and others having rights under Military Selective Service Act of 1967, their counselors, their former employers, and their unions. $1.00.

Laws on Sex Discrimination in Employment

Women's Bureau publication brings together developments under Federal Civil Rights Act, title VII, State fair employment practices laws, and Executive orders which promote job equality for women. Revises 1967 publication on this subject.

Automation and Women Workers

Women's Bureau report summarizes data, primarily from 1958 to 1968, on repercussions of scientific and technological progress on employment of women and their conditions of work.

Jobfinding Techniques for Mature Women

Women's Bureau pamphlet points out jobfinding techniques available to mature women. Is designed as step-by-step guide to assist them to prepare for and find employment. Also aimed at women who have worked many years in one firm and suddenly have to find another job but have no experience in how to do it. 30 cents.

Child Care Services Provided by Hospitals

Women's Bureau booklet based on survey of about 3,000 hospitals with 100 beds or more and a few smaller ones known to have set up child care centers. 25 cents.

Ph.D. Scientists and Engineers in Private Industry 1968-80

Results of Bureau of Labor Statistics study of factors influencing manpower requirements in private industry for scientists and engineers holding doctoral degrees. Also includes projections of 1980 employment requirements for these workers. 30 cents.

Occupational Employment Trends in the Atomic Energy Field 1963-1968

Results of Bureau of Labor Statistics 1968 annual survey of employment in over 500 industrial establishments engaged in atomic energy work. Includes data from five previous surveys and examination of some of more important employment trends in 1963-1968 period. 65 cents.

Administration of Negotiated Pension, Health, and Insurance Plans—Major Collective Bargaining Agreements

Based on sample of major collective bargaining agreements in U.S., this is 12th in series of studies by Bureau of Labor Statistics surveying entire scope of collective bargaining agreement. Concerned with administration of collectively bargained single and multi-employer pension, health, and insurance plans. 60 cents.

Labor Law and Practice in Foreign Countries

Series of separate reports by Bureau of Labor Statistics to provide background material for U.S. businessmen and others employing local workers abroad, trade union and labor specialists, consulting economists, and persons concerned in more general ways with labor in foreign countries.

Afghanistan—35 cents.
Republic of Korea—50 cents.
Panama—65 cents.

Occupational Outlook Reprint Series

Series of 128 individual pamphlets, reprinted from "Occupational Outlook Handbook," by Bureau of Labor Statistics on various occupations, giving nature of work, places of employment, training, employment outlook, earnings, working conditions, and list of all occupations covered in series. 10, 15, and 20 cents. Occupations are listed under the following major categories:

- Tomorrow's Jobs
- Professional, Managerial, and Related Occupations
  - Business administration and related professions — 4 pamphlets
  - Health service occupations —17 pamphlets
  - Scientific and technical occupations—5 pamphlets
  - Other professional and related occupations—22 pamphlets
- Clerical and Related Occupations—6 pamphlets
- Sales Occupations—5 pamphlets
- Service Occupations—7 pamphlets
- Skilled and Other Manual Occupations
  - Building trades—11 pamphlets
  - Mechanics and repairmen—12 pamphlets
  - Other manual occupations—15 pamphlets
- Some Major Industries and Their Occupations—23 pamphlets

Homer
Toulouse-Lautrec
John Milton
Charles Proteus Steinmetz
Ray Charles
Alexander Pope
Beethoven
Franklin Delano Roosevelt
Helen Keller
George Shearing

You've just read ten good reasons to hire the handicapped.

THE PRESIDENT'S COMMITTEE ON EMPLOYMENT OF THE HANDICAPPED, WASHINGTON, D. C. 20210

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FIRST CLASS MAIL

When Carl V. Hill cropped tobacco in the fields around his hometown of Kinston, N.C., the work was sporadic and the pay low. He averaged $30 a week and never made more than about $400 a year. Now, after the North Carolina Manpower Development Corporation put him through a special 8-week course at Lenoir Community College, he earns more than $4,000 a year as a textile machine operator. A private nonprofit organization, the Manpower Development Corporation is involved in a wide variety of experimental projects designed to create a blueprint for a statewide manpower program. For a full report turn to page 8.

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